

LOCAL AGENCY FORMATION COMMISSION COUNTY OF SAN BERNARDINO

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FROM: KATHLEEN ROLLINGS-McDONALD, Executive Officer

TO: LOCAL AGENCY FORMATION COMMISSION

SUBJECT: Agenda Item #9—LAFCO 2920: Service Review and Sphere Of Influence Update for the Bloomington Recreation and Park District

INITIATED BY:

San Bernardino Local Agency Formation Commission

RECOMMENDATION:

1. Determine that LAFCO 2920 is statutorily exempt from environmental review and direct the Clerk to file a Notice of Exemption within five days;
2. Make findings related to a service review required by Government Code Section 56430 and determine that the sphere of influence for the Bloomington Recreation and Park District should:
 - a. be expanded to include that area currently a part the District boundary southerly of El Rivino Road;
 - b. be expanded to include the territory within the County boundary expansion effective December 2003; and,
 - c. be confirmed for the balance of the existing sphere of influence boundaries.

3. Note the continued exclusion of the District territory within the City of Colton sphere of influence generally located east of Pepper Avenue, north and south of Slover Avenue.
4. Direct staff to work with the Cities of Rialto and Fontana regarding a change in policy toward the detachment of the Bloomington Recreation and Park District upon annexation.
5. Adopt LAFCO Resolution #2823 setting forth the Commission's findings and determinations on this issue.

BACKGROUND INFORMATION:

This proposal was initiated by the Local Agency Formation Commission on January 15, 2003, in response to state mandates requiring service reviews and sphere of influence updates for all cities and special districts on a rotating five-year schedule. LAFCO 2920, in general, is a routine, non-controversial service review and sphere of influence update for the Bloomington Recreation and Park District (BRPD). Included as Attachment #1 are maps which identify the boundaries and sphere of influence for BRPD. Attachment #2 is an outline of the purposes and structure of a Recreation and Park District. Attachment #3 to this report is a District Summary Profile Sheet and the response provided by the County Special Districts Department on behalf of the District to the LAFCO survey of the factors required by Government Code Section 56430 for a service review.

The BRPD is a Board-governed special district formed under the provisions of Recreation and Park District law, Public Resources Code Sections 5780 through 5791. As a Board-governed district, the Board of Supervisors for San Bernardino County is the governing body, with administrative support provided through the County Special Districts Department. The area currently included within the District's sphere of influence encompasses the District's boundaries northerly of El Rivino Road (Riverside/San Bernardino County line).

The major points of consideration within the response provided by BRPD are the following:

1. The BRPD is proposing a minor change to its sphere of influence to include the area within the existing BRPD boundaries southerly of El Rivino Road (Riverside County line). This area was not included in the District's sphere in 1976 when it was amended.

2. The BRPD sphere of influence should be amended to include the territory of the recently completed County Boundary Exchange in the general Agua Mansa area. The County Boundary Exchange approved by both the San Bernardino and Riverside County Boards of Supervisors impacts this agency since it places territory of the District within Riverside County. This is of importance, since the Board of Directors of such a District can be the Board of Supervisors of the County so long as it remains within a single-county unincorporated area (Public Resources Code 5783.1 – copy included as Attachment #4). At the time of the County Boundary Exchange (finalized in December 2003), it was indicated that a follow-up action would need to be submitted to detach the area from the boundaries of the BRPD and place it within the boundaries of the Jurupa Recreation and Park District (a Riverside County based entity). Concurrently, the area within the Jurupa Recreation and Park District now included within San Bernardino County would be detached and annexed to the BRPD, thus maintaining the single county status for each District. To date, this application for reorganization has not been submitted.
3. The District indicates that it does not anticipate submission of any other sphere of influence amendments within San Bernardino County within the next five years.

SERVICE REVIEW:

In reference to the factors and findings required for a service review, the County Special Districts Department has provided a response for Commission consideration. This document is included as Attachment #3 to this report.

1. The response has indicated that the BRPD has plans for use of the State Park Bond Act revenues for a Water Park at Ayala Park and additions to the Snack Bar and Restroom at Kessler Park.
2. In responses to the Finding for “Financing Opportunities and Constraints”, Special Districts staff has indicated that service levels will not be upgraded and no new parks or acquisition of lands are expected. It is indicated that there are no new revenue sources identified for this District since the voters have defeated special tax measures in the past. This lack of increasing revenue base is identified as a constraint to expansion of activities through this agency.
3. The Park District currently contracts with various entities to provide for a joint use of its facilities. The District operates the summer swim

program within the community of Bloomington funded through an Economic and Community Development Block Grant allocation.

4. The BRPD has no employees. The operation of this District is provided through allocation of staffing resources out of County Service Area 70 General – charging the District the costs for administration and staffing support as identified in the budget documents (included as a part of Attachment #3) as salaries and benefits.

FACTORS OF CONSIDERATION:

1. Present and Planned Land Uses in the Area:

The area of the current sphere of influence assigned the BRPD is generally designated for rural residential uses with some scattered commercial along the major thoroughfares. The areas proposed for inclusion within the sphere of influence, southerly of El Rivino Road and the County Boundary Exchange area, are a part of the Agua Mansa Specific Plan which carries with it an industrial land use designation.

2. Present and Probable Need for Public Facilities and Services:

The present and probable need for park and recreation services within the current sphere area and that area proposed for expansion can be fulfilled by the BRPD.

3. Present Capacity of Public Facilities and Adequacy of Public Services:

The two park facilities operated by the District can provide services to the community. These services are restricted by the level of revenue received by the District.

4. Existence of any Social or Economic Communities of Interest:

The community of Bloomington is an unincorporated area located between the Cities of Fontana and Rialto. In general, it is a rural community which is experiencing major development pressures. Development activity has sparked discord between landowners proposing development of properties through the Land Use Services Department and existing residents, based upon their desire for a transition to more urban intensities of land use. The majority of the lands in the general southern area of the District are designated for a

rural residential use, while development proposals being processed in the area anticipate a more standard urban density.

Based upon these development pressures, the community has once again contacted LAFCO staff regarding the possibility of incorporation for the Bloomington community. A description of the Commission's involvement with the Bloomington community over the years has been identified in the chronology included as Attachment #5 to this report outlines the efforts for this community to look to self-governance. As this chronology shows, these efforts have not been successful due to the limited revenue resources within the area – most specifically the limited sales tax base.

The desire for urban intensities of service has prompted most of those interested in development to propose annexation to one of the adjoining cities for the primary service currently unavailable within the Bloomington community – sewers. Through these annexations, the Bloomington Recreation and Park District is detached as a function of the action and the park and recreation services transferred to the respective municipality. This has created an ever-dwindling revenue base for the Park District to provide its services, prompting concern that in the near term, the possibility exists that the District will be unable to continue to perform its services. In considering this service review, the staff is proposing that the Commission consider a possible change in policy for this area, one which would allow the Bloomington Recreation and Park District to participate in the benefits of the increasing tax values through higher levels of land uses.

That change in policy would retain the Bloomington RPD overlaying the areas proposed for annexation by either the City of Rialto or City of Fontana. The upside in this change of philosophy would be that the District would receive the financial benefit from the increased valuation of properties as they developed. The downside would be that ultimately the governing body of the District would, at a minimum, change to an appointed Board of Directors at an unknown point in the future. Such a governance change could necessitate a change in the administration of the District from the County Special Districts Department to a stand-alone District, or a contractual relationship with the County. Staff has not had the opportunity to share this change in policy with the City representatives, but review of this option with County Special Districts staff has been received favorably. Staff is seeking the Commission's direction on whether this is an option it wishes to explore further.

In the staff view, this would provide some financial security for the park functions in the area, provide for a continuing voice for the Bloomington community through an entity with a specific boundary, and would also allow the annexation to the respective Cities without detriment to what has been considered the definition of the community of Bloomington.

CONCLUSION:

Based on the information outlined above and the response from the BRPD, staff recommends that the Commission; (1) expand the sphere of influence as identified in the general Agua Mansa area, (2) uphold and affirm the existing sphere of influence for the District, and (3) continue to exclude the area within the City of Colton sphere of influence. Staff is proposing a change in policy for the Commission in reference to future detachments of the Bloomington Recreation and Park District upon annexation of territory by either the City of Rialto or City of Fontana. This change would retain the overlay of the BRPD, allowing the District to participate in the increased valuation of territory thereby increasing the property tax revenue distribution. In addition, staff recommends that the Commission adopt Resolution #2823 which sets forth written responses to the statutory factors related to service reviews and sphere of influence studies.

Attachments:

1. Maps of the Sphere of Influence of the Bloomington Recreation and Park District
2. Outline of Recreation and Park Districts
3. Summary District Profile Sheet and Survey Response from the County
Special Districts Department on behalf of Bloomington Recreation
and Park District
4. Copy of Public Resources Code Section 5783 et al.
5. Chronology of Commission Involvement with Bloomington Community
6. Response from Tom Dodson and Associates
7. Draft Resolution #2823